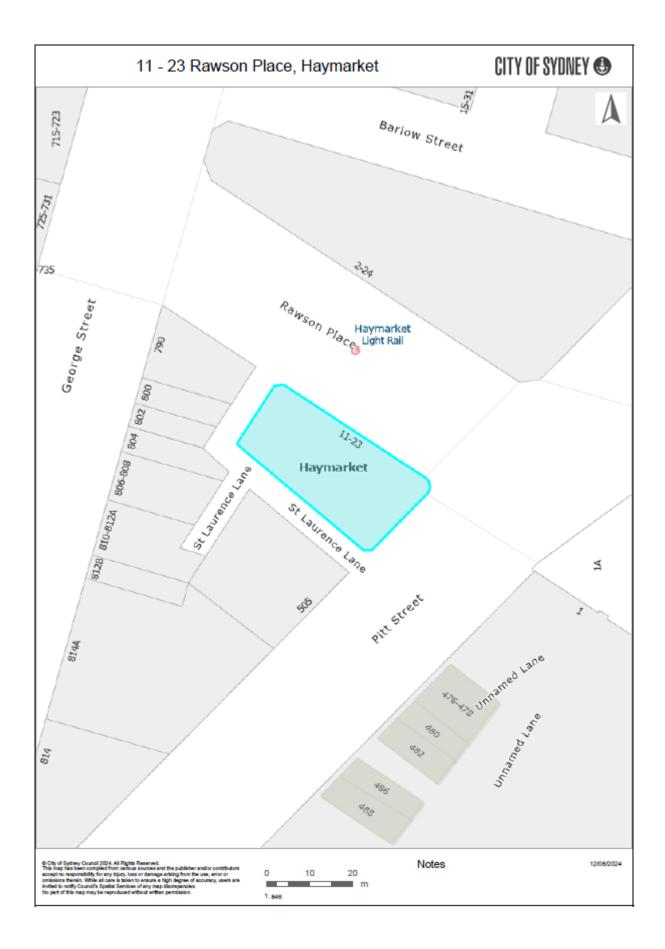
Attachment L

Inspection Report 11-23 Rawson Place, Haymarket



Council Investigation Officer Inspection and Recommendation Report Clause 17(2), Part 8 of Schedule 5, of the Environmental Planning and Assessment Act 1979 (the Act)

File: CSM 3208297	Officer: M. Hassan	Date: 19 August 2024

Premises: YHA Sydney Central, 11 – 23 Rawson Place, Haymarket

Executive Summary:

Council received correspondence from the Commissioner of Fire and Rescue NSW (FRNSW) in relation to the subject premises on 17 July 2024 with respect to matters of fire safety.

The premises is known as YHA Sydney Central and is used predominately for backpacker accommodation. The building contains 11 storeys and includes a basement night club and car park and a ground floor restaurant and convenient store. The remainder of the building is used for backpacker accommodation.

The building has an effective height of greater than 25m and is considered to be a high-rise building. The building is also a locally listed heritage item under Schedule 5 of the City of Sydney Local Environmental Plan 2012.

The premises is rectangular in shape and is bounded by Rawson Place to the north, Pitt Street to the east, St Laurence Lane to the south and west. The building is predominantly surrounded by commercial buildings.

Inspections of the premises undertaken by a Council investigation officer on 8 August 2024 and 4 September 2024 in the presence of the owner's fire safety consultant revealed that the premises are deficient in fire egress, and fire safety provisions in the following areas:

- I. Inadequate smoke detection and alarm system (there are no smoke detectors on the firstfloor level and within the ground floor restaurant);
- II. Suitable fire resisting construction to prevent the spread of fire (doors and windows to storage rooms were not constructed of suitable fire resistive construction, cupboards housing telecommunication equipment contained several floor penetrations);
- III. A lack of adequate facilities for firefighting (there is a lack of fire hydrants in the building, fire hydrant valves lacked suitable couplings, the fire hydrant booster and fire hydrant pump lacked a block plan and signage);
- IV. Defective egress provisions (the fire isolated exit stairs lack suitable balustrades and emergency re-entry facilities, the automatic sliding exit door to ground floor restaurant lacked a fail-safe device, there is a lack of exit signs in the building);

Council investigations have revealed that the premises are deficient in the provisions for fire safety and that a Notice of Intention to issue a fire safety order is to be issued under Schedule 5 of the Environmental Planning and Assessment Act 1979 so as to ensure and promote adequate facilities for fire safety/fire safety awareness.

The Notice of Intention was issued on 19 September 2024.

Observation of the external features of the building did not identify the existence of potential combustible composite cladding on the façade of the building.

Chronology:

Date	Event
17/7/2024	FRNSW correspondence received regarding premises 11 – 23 Rawson Place, Haymarket
8/08/2024	An inspection of the subject premises was undertaken with the owner's fire safety contractor
	The inspection revealed that the building contained the following fire safety deficiencies:
	1. The fire indicator panel contained a fault and lacked a BCA compliant block plan.
	2. The fire isolated exit stairs lack suitable balustrades and emergency re-entry facilities.
	 A fire hydrant valve located on a landing within the eastern fire isolated exit stair was located less than 750mm above the landing. The ten fleer landing of the costern fire isolated exit stair lacked a fire hydrant.
	 4. The top floor landing of the eastern fire isolated exit stair lacked a fire hydrant. 5. The existing fire hydrant valves in the building are not fitted with Storz couplings compatible with FRNSW firefighting hose connections.
	 The fire hydrant system in the building lacked a BCA compliant block plan and signage indicating Test and Boost Pressures.
	7. No fire hydrants were located beside or within the western fire isolated exit stairs.
	 8. The fire hydrant pump is located on the roof level and there are no manual controls near the fire indicator panel that would permit fire fighters to manually switch the pump on and off in the event of a fire in the building. 9. Cupboards housing telecommunication equipment contained several floor
	 penetrations. 10. Doors and windows to storerooms located in public corridors were not constructed of suitable fire resistive construction. 11. There is a lack of exit signs in the building.
04/9/2024	An inspection of the subject premises was undertaken with the owner's fire safety contractor
	The inspection revealed that the building contained the following fire safety deficiencies:
	 The hydrant valve on the top floor level lacked a pressure guage. The walls of the meeting room on the top floor level were constructed of plasterboard and did not appear to be constructed of suitable fire resistive construction.
	 Fire rated ceilings and fire rated access panels were present in certain rooms as the walls to the rooms did not extend all the way to the slab above. These fire safety measures are not listed on the buildings fire safety schedule. The automatic sliding exit door serving the ground floor restaurant lacked a failsafe device.

FIRE AND RESCUE NSW REPORT:

References: [D24/81096; 2024/418516]

Fire and Rescue NSW conducted an inspection of the subject premises after receiving an enquiry about the adequacy of the provision for fire safety in connection with the premises.

<u>Issues</u>

The report from FRNSW detailed a number of issues, in particular noting the following:

Ref	Issue	City response
1A.	Zone Block Plan - a permanent, water and fade resistant zone block plan, depicting all the relevant information of the installation, was not securely mounted adjacent to the Fire Brigade Panel (FBP), contrary to the requirements of Clause 3.10 of AS 1670.1- 2018.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
1B.Ai.	The diesel pumpset on the roof level was isolated/offline and the pump controller panel was disconnected from the power supply	This issue had been rectified.
1B.Aii.	The last entry in the Service Record (logbook) dated 1 February 2024, noted "No Test - Pump Isolated & Awaiting Repairs".	This issue has been rectified.
B.i.	The configuration of the booster assembly was non-compliant with the requirements of AS 2419.1-2021. In this regard, feed fire hydrants have not been installed onsite adjacent to the booster inlet connections, contrary to the requirements of Clauses 2.2.10 and 2.2.14 and Section 7 of AS 2419.1-2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
B.ii.	A block plan has not been provided at the booster assembly, contrary to the requirements of Clause 11.5 of AS 2419.1-2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
B.iii.	Test and boost pressure signage has not been provided at the booster assembly, contrary to the requirements of Clause 11.3.4 of AS 2419.1-2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
С,	Storz couplings, compatible with FRNSW firefighting hose connections were not provided to all hydrant valves throughout 'the premises', contrary to the requirements of Clauses 3.2, 7.1, 9.3 and 9.4 of AS2419.1- 2021, Clauses 1.2 and 3.4 of AS 2419.2– 2009, Clause 3.5 of AS 2419.3-2012.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
D.	System Performance – It is unclear whether the required system performance of each internal fire hydrant outlet achieves the required pressure and flow rates stipulated in Clause 2.2 of AS 2419.1-2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.

Ref	Issue	City response
E.	Coverage – There appears to be a shortfall in hydrant coverage to the north-eastern parts of the building. In this regard, an internal fire hydrant outlet valve is not provided within the western fire stair and compliant hose lay coverage from the single hydrant in the eastern fire stair on each respect level does not appear to be provided, contrary to the requirements of Clause 3.6 of AS 2419.1- 2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
F.	Pumpset Configuration – the building appears to achieve an effective height in excess of 25m and appears to be provided with a single diesel pumpset located on the roof level (plantroom), therefore the pumpset configuration would likely fail to comply with the requirements stipulated in Clause 6.4 of AS 2419.1-2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
G.	Ring Main - The building appears to achieve an effective height in excess of 25m and it is unclear whether a ring main has been installed, in accordance with the requirements of Clause 8.6 of AS 2419.1- 2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
1C.A.	Multiple exit signs throughout 'the premises' were not illuminated and had not maintained, contrary to the requirements of Section 81 of the EPAR 2021.	Addressed under Council's notice of intention to issue a fire safety order 19 September 2024.
1D.A.	A copy of the current AFSS was not prominently displayed within the building in accordance with Section 89 of the EPAR 2021. In this regard the AFSS on display was dated 2019 and is no longer valid.	This issue had been rectified. A current copy of the AFSS was displayed in a prominent location within the building.

The inspecting Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW issued a Notice of Intention to give a Fire Safety Order (Order No. 1) dated 12 February 2024 requiring the fire hydrant diesel pump to be re-instated and have advised that Council is not required to act on item no. 1B of this report which relates to the fire hydrant diesel pump.

FRNSW Recommendations

FRNSW have made a number of recommendations within their report. In general, FRNSW have requested that Council:

- 1. Review item 1 of this report and conduct an inspection.
- 2. Address any other deficiencies identified on "the premises".

3. Advise them in writing of its determination in relation to this matter in accordance with the provisions of clause 17(4) of Schedule 5 of the Environmental Planning and Assessment Act 1979

COUNCIL INVESTIGATION OFFICER RECOMMENDATIONS:

Issue Order	Issue emergency Order	Issue a compliance letter of	Cited Matters rectified	Continue to undertake compliance action in response to issued	Continue with compliance actions under the	Other (to specify)
		instruction		Council correspondence	current Council Order	

As a result of site inspections undertaken by a Council investigation officer it was determined that concern for public safety required the giving of a notice of intention (NOI) to issue a fire safety order to be issued under Part 2 of Schedule 5 of the Environmental Planning and Assessment Act, 1979y.

The Notice of Intention was issued on 19 September 2024.

It is recommended that Council consider exercising its power to issue a Fire Safety Order (following the expiry of the representation period of the NOI) to ensure suitable fire safety systems are in place throughout the building to provide improved and adequate provisions for fire safety.

That the Commissioner of FRNSW be advised of Council's actions and determination.

Trim Reference: 2024/542799

CSM reference No#: 3208297



File Ref. No:BFS24/538 (33427)TRIM Ref. No:D24/81096Contact:Mark Knowles

17 July 2024

General Manager City of Sydney GPO Box 1591 SYDNEY NSW 2001

Email: council@cityofsydney.nsw.gov.au

Attention: Manager Compliance/Fire Safety

Dear Sir / Madam

Re: INSPECTION REPORT 'YHA SYDNEY CENTRAL' 11-23 RAWSON PLACE, HAYMARKET ("the premises")

Fire and Rescue NSW (FRNSW) received correspondence on 3 February 2024 concerning the adequacy of the provision for fire safety in connection with 'the premises'.

The correspondence stated:

• On arrival to AFA Call Hydrant pump system was isolated. Switched back on but the Pump system appeared to be faulty and the staff said they were unsure how long it had been isolated. Requested they contact the servicing company ASAP to remediate.

Pursuant to Section 9.32(1) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW inspected 'the premises' on 7 February 2024.

On behalf of the Commissioner of FRNSW, the comments in this report are provided under Section 9.32(4) and Schedule 5, Part 8, Section 17(1) of the EP&A Act.

The items listed in the comments of this report are based on the following limitations:

• A general overview of the building was obtained without using the development consent conditions or approved floor plans as a reference.

Fire and Rescue NSW	ABN 12 593 473 110	www.fire.nsw.gov.au
Community Safety Directorate	1 Amarina Ave	T (02) 9742 7434
Fire Safety Compliance Unit	Greenacre NSW 2190	F (02) 9742 7483
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• Details of the Provisions for Fire Safety and Fire Fighting Equipment are limited to a visual inspection of the parts in the building accessed and the fire safety measures observed at the time.

COMMENTS

Please be advised that the items in this report are limited to observations of the building accessed during the inspection and identify possible nonconformities with the National Construction Code 2022, Volume 1 Building Code of Australia (NCC) and provisions for fire safety. The items are not an exhaustive list of non-compliances. FRNSW acknowledges that the differences observed at the time may contradict development consent approval or relate to the building's age. Therefore, it's the Council's discretion as the appropriate regulatory authority to consider the most appropriate action.

The following items were identified as concerns at the time of the inspection:

- 1. Essential Fire Safety Measures
 - 1A. Automatic Fire Detection and Alarm System:
 - A. Zone Block Plan a permanent, water and fade resistant zone block plan, depicting all the relevant information of the installation, was not securely mounted adjacent to the Fire Brigade Panel (FBP), contrary to the requirements of Clause 3.10 of AS 1670.1-2018.
 - 1B. Fire Hydrant System The fire hydrant system appears to be a hybrid system partly installed in accordance with AS 2419.1 (year of standard unknown) and Ordinance 70 / Ministerial Specification No.10. Notwithstanding this, the following deviations from AS 2419.1-2021 have been identified, along with other items of concern:
 - A. The hydrant pumpset The hydrant pumpset did not appear to be capable of operating to the standard of performance from when it was first designed and installed, contrary to the requirements of Section 81 of the Environmental Planning and Assessment (Development Certification and Fire Safety) Regulation 2021 (EPAR 2021). The following issues were identified as concerns at the time of inspection:
 - i. The diesel pumpset on the roof level was isolated/offline and the pump controller panel was disconnected from the power supply.
 - The last entry in the Service Record (logbook) dated 1 February 2024, noted "No Test - Pump Isolated & Awaiting Repairs".

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- B. The hydrant booster assembly:
 - i. The configuration of the booster assembly was non-compliant with the requirements of AS 2419.1-2021. In this regard, feed fire hydrants have not been installed onsite adjacent to the booster inlet connections, contrary to the requirements of Clauses 2.2.10 and 2.2.14 and Section 7 of AS 2419.1-2021.
 - ii. A block plan has not been provided at the booster assembly, contrary to the requirements of Clause 11.5 of AS 2419.1-2021.
 - iii. Test and boost pressure signage has not been provided at the booster assembly, contrary to the requirements of Clause 11.3.4 of AS 2419.1-2021.
- C. Storz couplings, compatible with FRNSW firefighting hose connections were not provided to all hydrant valves throughout 'the premises', contrary to the requirements of Clauses 3.2, 7.1, 9.3 and 9.4 of AS2419.1-2021, Clauses 1.2 and 3.4 of AS 2419.2–2009, Clause 3.5 of AS 2419.3-2012, 'and 'FRNSW Fire safety guideline, Technical information FRNSW compatible Storz hose connections Document no. D15/45534 Version 09 Issued 10 January 2019'.
- D. System Performance It is unclear whether the required system performance of each internal fire hydrant outlet achieves the required pressure and flow rates stipulated in Clause 2.2 of AS 2419.1-2021.
- E. Coverage There appears to be a shortfall in hydrant coverage to the north-eastern parts of the building. In this regard, an internal fire hydrant outlet valve is not provided within the western fire stair and compliant hose lay coverage from the single hydrant in the eastern fire stair on each respect level does not appear to be provided, contrary to the requirements of Clause 3.6 of AS 2419.1-2021.
- F. Pumpset Configuration the building appears to achieve an effective height in excess of 25m and appears to be provided with a single diesel pumpset located on the roof level (plantroom), therefore the pumpset configuration would likely fail to comply with the requirements stipulated in Clause 6.4 of AS 2419.1-2021.
- G. Ring Main The building appears to achieve an effective height in excess of 25m and it is unclear whether a ring main has been installed, in accordance with the requirements of Clause 8.6 of AS 2419.1-2021.

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In light of the above, FRNSW brings to your attention a position statement published by FRNSW on 8 January 2019. The statement is shown below:

Fire hydrant system in existing premises

When the consent authority (e.g. Council) is assessing the adequacy of an existing fire hydrant system installed in accordance with the provisions of Ordinance 70 and Ministerial Specification 10 (or earlier), FRNSW recommend that the system be upgraded to meet the requirements of the current Australian Standard AS 2419.1 to facilitate the operational needs of FRNSW.

It may be appropriate for a partial upgrade of the existing fire hydrant system be undertaken. A partial upgrade may be proposed to address deficiencies in the design and/or performance of the existing fire hydrant system, when assessed against the requirements of Australian Standard AS 2419.1, so that the upgraded fire hydrant system will meet the operational needs of FRNSW.

Where a hybrid fire hydrant system is proposed, which incorporates the design and performance requirements from two different standards, the proponent should consult with FRNSW on the requirements for the fire hydrant system.

- 1C. Exit Signs:
 - A. Multiple exit signs throughout 'the premises' were not illuminated and had not maintained, contrary to the requirements of Section 81 of the EPAR 2021.
- 1D. Annual Fire Safety Statement (AFSS):
 - A. A copy of the current AFSS was not prominently displayed within the building in accordance with Section 89 of the EPAR 2021. In this regard the AFSS on display was dated 2019 and is no longer valid.

FRNSW believes that there are inadequate provisions for fire safety within the building.

NOTICE OF INTENTION – PROPOSED FIRE SAFETY ORDER NO. 1

The inspecting Authorised Fire Officers from the Fire Safety Compliance Unit of FRNSW issued a Notice of Intention to give a Fire Safety Order (Order No. 1) dated 12 February 2024 (copy attached in Appendix 1). The notice of intention was issued

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in accordance with the provisions of Section 9.34 of the *Environmental Planning and* Assessment Act 1979 (EP&A Act) to have item no. 1B.A of this report rectified.

FRNSW received written representations in relation to the proposed Fire Safety Order No. 1 in accordance with the provisions of Schedule 5, Part 6, Section 8 of the EP&A Act.

Please be advised that upon hearing and considering the representations, FRNSW has determined not to give an Order in accordance with Schedule 5, Part 7, Section 15 of the EP&A Act.

In this regard, FRNSW does not consider Council is required to take action in relation to item no. 1B.A of this report.

RECOMMENDATIONS

FRNSW recommends that Council:

- a. Review item 1 of this report and conduct an inspection.
- b. Address any other deficiencies identified on "the premises".

Please be advised that Schedule 5, Part 8, Section 17(2) requires any report or recommendation from the Commissioner of FRNSW to be tabled at a Council meeting. This matter is referred to Council as the appropriate regulatory authority. FRNSW awaits the Council's advice regarding its determination under Schedule 5, Part 8, Section 17 (4) of the EP&A Act.

Please do not hesitate to contact Mark Knowles of FRNSW's Fire Safety Compliance Unit at <u>FireSafety@fire.nsw.gov.au</u> or call (02) 9742 7434 if there are any questions or concerns about the above matters. Please refer to file reference BFS24/538 (33427) regarding any correspondence concerning this matter.

Yours faithfully

M. Uhul

Mark Knowles Senior Building Surveyor Fire Safety Compliance Unit

Attachment: [Appendix 1 – Notice of Intention – Proposed Fire Safety Order No. 1 dated 12/02/2024]

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Appendix 1 – Notice of Intention – Proposed Fire Safety Order No.1 dated 12/02/2024

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File Ref. No: TRIM Ref. No: Contact:

BFS24/538 (33427) D24/18298 Mark Knowles

12 February 2024

YHA LTD 11-23 Rawson Place HAYMARKET NSW 2000

Dear Owner

Re: NOTICE OF INTENTION PROPOSED FIRE SAFETY ORDER – ORDER NO.1 'YHA SYDNEY CENTRAL' 11-23 RAWSON PLACE, HAYMARKET("the premises") [LOT 10 IN DP 868641]

Authorised Fire Officers of the Fire Safety Compliance Unit of Fire and Rescue NSW (FRNSW) inspected "the premises" and identified fire safety concerns on Wednesday, 7 February 2024. FRNSW provides you with a Notice of Intention to give a Fire Safety Order – Order No.1 ('Notice') because of the concerns. This "Notice" is issued under Section 9.34 of the Environmental Planning and Assessment Act, 1979 (EP&A Act) and Schedule 5, Part 6, Section 8 (owner) of the EP&A Act.

A copy of the **Proposed Fire Safety Order – Order No.1 ('Proposed Order')** is also attached. This "Notice" outlines the terms of the "Proposed Order". You may explain by way of representations to FRNSW why the Fire Safety Order – Order No.1 should not be given under Schedule 5, Part 7, Section 13 of the EP&A Act.

Representations are to be made in writing and should be received by FRNSW no later than 5.00 pm Monday, 19 February 2024. After hearing and considering any representations, under the provisions of Schedule 5, Part 7 (Section 14 and Section15) of the EP&A Act, FRNSW may decide:

- to give a Fire Safety Order Order No.1 in accordance with the "Proposed Order";
- to give a Fire Safety Order Order No.1 in accordance with modifications made to the "Proposed Order";
- not to give a Fire Safety Order Order No.1.

Fire and Rescue NSW	ABN 12 593 473 110	www.fire.nsw.gov.au
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A copy of this "Notice" will be forwarded to City of Sydney Council, under the provisions of Schedule 5, Part 6 (Section 12) of the EP&A Act.

Please do not hesitate to contact Mark Knowles of FRNSW's Fire Safety Compliance Unit at <u>FireSafety@fire.nsw.gov.au</u> or call on (02) 9742 7434 if there are any questions or concerns about the above matters. Please ensure that you refer to file reference BFS24/538 (33427) regarding any correspondence concerning this matter.

Yours faithfully

M. Kul

Mark Knowles Senior Building Surveyor Fire Safety Compliance Unit

CC Email:

YHA Sydney Central Attention: Nathan Forge nathan.forge@yha.com.au

CC Mail: YHA LTD GPO Box 5276 SYDNEY NSW 2001

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Proposed Fire Safety Order ORDER No. 1

Under the Environmental Planning and Assessment Act 1979 (EP&A Act) Part 9 Implementation and Enforcement – Division 9.3 Development Control Orders Fire Safety Orders in accordance with the table to Part 2 - Schedule 5. Intend to give an Order in accordance with Section 9.34(1)(b)

I, Mark Knowles (name) Senior Building Surveyor 904279 (rank) (number)

being an authorised Fire Officer within the meaning of Schedule 5, Part 8, Section 16 of the *Environmental Planning and Assessment Act 1979*, and duly authorised for the purpose, hereby order:

YHA LTD (name of the person whom Order is served) Owner (position, i.e. owner, building manager)

with respect to the premise

"YHA SYDNEY CENTRAL" 11-23 RAWSON PLACE, HAYMARKET ("the premises") (name/address of premises to which Order is served)

to do, or refrain from doing, the following things:

 Ensure the Fire Hydrant System installed in 'the premises' is fully operational, by:

a. Re-instating the Fire Hydrant diesel pumpset.

The terms of the Proposed Fire Safety Order – Order No.1 are to be complied with:

By no later than 14 days from the date of the Fire Safety Order - Order 1.

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The reasons for the issue of the Proposed Fire Safety Order - Order No.1 are:

- a. At the time of the inspection, the diesel hydrant pumpset, was isolated/offline. and the pump controller panel was disconnected from the power supply.
- b. The last entry in the Service Record (logbook) dated 1 February 2024, noted "No Test - Pump Isolated & Awaiting Repairs".
- c. To ensure that the Fire Hydrant System is capable to operating in accordance with the standard of performance it was designed and installed to.
- d. To ensure compliance with the requirements of Section 81 of the Environmental Planning and Assessment (Development Certification and Fire Safety) Regulation 2021.
- e. To do or refrain from doing such things specified in the Order to ensure or promote adequate fire safety or awareness.

Appeals

Pursuant to Section 8.18 of the Environmental Planning & Assessment Act 1979 (EP&A Act), there is no right of appeal to the Court against a Fire Safety Order – Order 1 once it is issued, other than an order that prevents a person from using or entering premises.

Non-Compliance with Fire Safety Order - Order No.1

Once issued, failure to comply with a Fire Safety Order – Order 1 may result in further Orders and/or fines being issued.

Substantial penalties may be imposed under Section 9.37 of the EP&A Act for failure to comply with a Fire Safety Order – Order No.1.

NOTE: Representations are to be <u>made in writing</u> and should be received by FRNSW no later than 5.00 pm on Monday, 19 February 2024.

M.K

Mark Knowles Senior Building Surveyor Fire Safety Compliance Unit

This Proposed Fire Safety Order - Order No. 1 was sent by mail on 12 February 2024.

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